DEPARTMENT OF THE NAVY
ENGINEERING FIELD ACTIVITY, WEST
NAVAL FACILITIES ENGINEERING COMMAND
900 COMMODORE DRIVE
SAN BRUNO, CALIFORNIA 94066-5006

IN REPLY REFER TO:

5090.1B
1852GM/EP7-1115
10 October 1996

NOTICE OF PUBLIC HEARING

Draft Environmental Impact Statement/Environmental Impact Report for the Disposal and Reuse of the former Naval Medical Center Oakland, Oakland, California

6:30 P.M.
WEDNESDAY, NOVEMBER 13, 1996
HEARING ROOM 2
CITY HALL
ONE CITY HALL PLAZA
OAKLAND, CALIFORNIA

A public hearing to receive oral and written comments concerning the Draft Environmental Impact Statement /Environmental Impact Report (EIS/EIR) will be held at 6:30 p.m. on Wednesday, November 13, 1996, in Hearing Room 2, City Hall, One City Hall Plaza, Oakland, California. Federal, state, and local agencies, and interested individuals are encouraged to participate in the environmental review process for the Draft EIS/EIR. In the interest of available time, each speaker will be asked to limit oral comments to five (5) minutes or less, and may submit lengthy or more detailed comments in writing to the address listed at the end of this announcement.

The former Naval Medical Center Oakland (NMCO) closed on 30 September 1996 pursuant to the Defense Base Closure and Realignment Act, Public Law 101-510, as amended, Title XXIX and specific base closure decisions approved by Congress in September 1993.

As part of this process, the Department of Navy in coordination with the City of Oakland have jointly prepared a Draft EIS/EIR to evaluate the potential for significant environmental effects of the proposed federal disposal and community reuse of NMCO. The Draft EIS/EIR has been prepared pursuant to Section 102 (2)(c) of the National Environmental Policy Act and the Council on Environmental Quality implementing regulations (40 CFR 1500-1508) and the California Environmental Quality Act (CEQA - Cal. Pub. Res. Code Section 21000 to 21178.1).

The Oakland Base Reuse Authority (OBRA) has adopted a Final Reuse Plan for the NMCO property. The NMCO Reuse Plan was adopted in June 1996 and published for distribution in August 1996. The preferred reuse alternative in the Draft EIS/EIR is the Maximum Capacity alternative which includes the Reuse Plan. The NMCO Reuse Plan proposes development of an executive 9-hole golf course combined with residential development, mixed corporate, commercial, and residential uses, open space, and active recreation.

In addition to the preferred alternative, the other alternatives analyzed in the Draft EIS/EIR include: 1) a Mixed Use Village alternative that would include a mixed use zone, areas for a research and development facility, cultural/meeting facilities, neighborhood retail development,

residential development open space, and active recreation; 2) a Single Use Campus alternative that would include an educational campus, neighborhood retail development, open space, and active recreation; and 3) a Residential alternative that would include either low-density or high-density housing units, combined with neighborhood retail development, open space, and active recreation, and 4) a No Action alternative that would result in the NMCO property remaining in federal ownership in a caretaker status.

The Draft EIS/EIR is available for review at the following public libraries in the vicinity of NMCO:

Oakland-Eastmont Mall Branch Library, 175 Eastmont Mall, 2nd Floor, Oakland, CA
Oakland Main Library, 125 14th Street, Oakland, CA
Oakland-Montclair Branch Library, 1687 Mountain Blvd., Oakland, CA
San Leandro Main Library, 300 Estudillo Ave, San Leandro, CA.

Written comments concerning the Draft EIS/EIR must be submitted no later than November 27, 1996 to:

Commanding Officer
Engineering Field Activity West
Naval Facilities Engineering Command
Attn: Mr. Gary J. Munekawa, Environmental Planning Branch,
Code 1852GM,
900 Commodore Drive
San Bruno, California, 94066-5006

For additional information on the EIS, contact Mr. Gary J. Munekawa at the address shown above, telephone (415) 244-3022 or fax (415) 244-3737. For information concerning the EIR, please contact Ms. Anu Raud, City of Oakland, Community and Economic Development Agency, telephone (510) 238-6346 or fax (510) 238-4730. For information concerning the Oakland Base Reuse Planning process, please contact Mr. Mel Blair, City of Oakland Base Reuse Authority, telephone (510) 238-6908 or fax (510) 238-2936. Thank you for your participation in this process.

John H. Kennedy
JOHN H. KENNEDY
Head, Environmental Planning Branch

Enclosure

ER File No. ER96-32 DATE: October 10, 1996

RELEASE OF REPORT FOR PUBLIC REVIEW
City of Oakland, California

Draft Environmental Impact Statement/Environmental Impact Report for the Disposal and Reuse of the former Naval Medical Center Oakland, Oakland, California.

The City of Oakland and the Navy are hereby releasing this Draft Environmental Impact Statement (EIS), Environmental Impact Report (EIR), finding it to be accurate and complete and ready for public review. Members of the public are invited to respond to the EIS/EIR. Comments should focus on the sufficiency of the EIS/EIR in discussing possible impacts on the environment, ways in which adverse effects might be minimized, and alternatives to the project in light of the EIS/EIR's purpose to provide useful and accurate information about such factors. Please address comments to Commanding Officer, Engineering Field Activity West, Naval Facilities Engineering Command, Attn: Mr. Gary J. Munekawa, Environmental Planning Branch, Code 1852GM, 900 Commodore Drive, San Bruno, CA 94066-5006. Comments should be postmarked by Wednesday, November 27, 1996.

___ The City Planning Commission will conduct a public hearing on the Draft EIS/ EIR on November 13, 1996 at 6:30 p.m. in Hearing Room 2, City Hall, One City Hall Plaza, Oakland, California.

___ After all comments are received, a Final EIS/EIR will be prepared and considered for acceptance by the City Planning Commission at a meeting to be scheduled

___ A limited number of copies of the Draft EIS/EIR are available for distribution to interested parties at no charge on a first come, first served basis at the Community and Economic Development Agency, Environmental Review Section, 1330 Broadway, 2nd Floor, Oakland, CA 94612, Monday through Friday, 8:30 a.m. to 4 p.m. When this supply is exhausted, additional copies may be ordered at this office for a fee (not to exceed the cost of copying).

If you challenge the environmental document in court, you may be limited to raising only those issues raised at the public hearing, or in written correspondence received by the Environmental Review Coordinator at or prior to November 27, 1996. If you have any questions, please telephone Anu Raud at (510) 238-6346.

WILLIE YEE
Zoning Manager

Anu Raud

By: ANU RAUD
Environmental Review Coordinator

Form ER-12.ROR (Rev. 5/95)

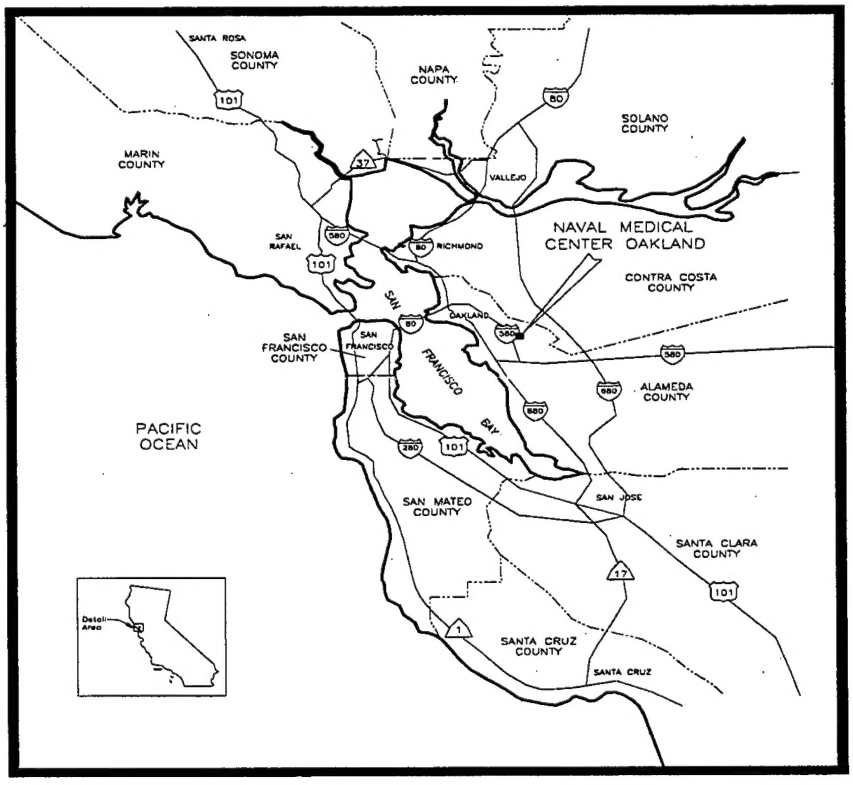
EXECUTIVE SUMMARY

INTRODUCTION

This joint environmental impact statement/environmental impact report (EIS/EIR) evaluates the potential impacts to the environment that may result from the Navy disposal and implementation of land use alternatives proposed by the Oakland Base Reuse Authority (OBRA) for the reuse of Naval Medical Center, Oakland, California (NMCO). NMCO will be closing, pursuant to the Defense Base Closure and Realignment Act (DBCRA) of 1990, Public Law (PL) 101-510 Title XXIX, referred to in this document as BRAC. This EIS/EIR has been prepared in accordance with:

- The National Environmental Policy Act (NEPA) of 1969, as amended;
- The California Environmental Quality Act (CEQA) of 1970, as amended;
- The Council on Environmental Quality (CEQ) regulations on implementing NEPA;
- Navy guidelines; and

Figure ES-1
Regional Location



- The Defense Base Closure and Realignment Act of 1990 (DBCRA), as amended by the 1993 Base Realignment and Closure process.

The NEPA federal action evaluated in this EIS/EIR is the disposal of federal surplus property at the NMCO site, while the local CEQA project evaluated is the proposed reuse of the NMCO site, presented as four reuse alternatives.

The 183-acre NMCO site varies from gently to steeply sloping topography, and includes both developed and wooded lands. The area is generally bounded on the south and east by residential development, on the north by Keller Avenue and residential development, and on the west by Mountain Boulevard. Immediately to the west of Mountain Boulevard lies Interstate Route 580 (I-580), the MacArthur Freeway.

The facility is developed with approximately 89 structures. Club Knoll, built in 1927, was the original clubhouse for the golf and country club that occupied much of the site prior to its acquisition by the Navy. The main hospital, five modern buildings, 20 "vintage" wooden buildings, 24 miscellaneous other structures, and 38 family housing structures comprise the remaining buildings.

Before 1942, the NMCO site was used as a golf course and country club. At the climax of the war in the Pacific, the hospital was caring for over 8,000 in-patients with a military and civilian staff of approximately 3,000. After World War II, the activity and population of the hospital declined. Activity increased again during the Korean conflict when the daily population averaged 2,500. This figure subsequently fell to a peacetime low of about 600. Patient care activities increased once again due to casualties from the Vietnam conflict, beginning in 1965.

After the Vietnam conflict, activity decreased, and many of the older medical buildings were demolished and their sites used for parking. Many of the buildings constructed quickly during wartime still remain in use. Most recently, the hospital provided medical support during the Gulf War.

PURPOSE OF AND NEED FOR ACTION

The Department of Defense (DOD) has been directed by Congress to realign and reduce certain military operations, pursuant to the closure process. NMCO was one of the bases directed for closure by the 1993 Defense Base Closure and Realignment Commission. Closure of the facility is scheduled for September 30, 1996.

Disposal of federal surplus property on the site will occur in compliance with Federal Property Management Regulations (FPMR), the DBCRA, as amended, the Base Closure and Community Redevelopment and Homeless Assistance Act, and the National Defense Authorization Act.

As part of the disposal process, the City of Oakland was recognized by the Secretary of Defense as the local redevelopment authority (LRA). The City of Oakland, in turn, designated OBRA as the LRA for all base conversions in the City. This authority came through the Oakland Base Reuse Authority Joint Powers Agreement of March 1995, an agreement among the City of Oakland, the Oakland Redevelopment Agency, and the County of Alameda. In this role as LRA, OBRA developed a set of reuse plan alternatives for consideration at NMCO.

Pursuant to the Joint Powers Agreement, the City of Oakland reserves and retains its land use, zoning, and building authority. Therefore, the City will be the lead agency for CEQA purposes and the decision making body with respect to any land use approvals (general plan amendments, rezoning, etc.) that the reuse plan may require.

Document Purpose

This joint, or integrated EIS/EIR has been prepared to assess the potential environmental impacts of NMCO disposal and reuse and thereby to fulfill the requirements of NEPA and CEQA. The Navy is required to complete NEPA documentation to evaluate the environmental effects of the disposal of federal surplus property and structures at NMCO. The City of Oakland is required by CEQA to evaluate the environmental effects of implementing a reuse plan.

This EIS/EIR is intended to provide information on the potential environmental impacts of disposal of the NMCO, the impacts of four reuse alternatives that could be implemented on the NMCO site, and a No-Action Alternative. The terms "environmental effects" and "environmental impacts" are used interchangeably in this report. The Navy will use the EIS in its consideration of disposal options and of implementation of the preferred reuse plan alternative in its NEPA record of decision (ROD). The ROD will consider significant impacts that could result, and mitigation measures recommended to avoid or reduce those significant impacts (i.e. effects, or consequences) as a result of disposal. Following disposal, no additional NEPA review by the Navy will be required.

The City of Oakland will use this document in its consideration of discretionary reuse permits which may include, but are not limited to general plan amendments, rezoning, zoning permits, specific plans or other specific

area plans, development agreements, subdivision applications, tree removal permits and grading permits. Should any approvals by the City of Oakland include significant unavoidable environmental impacts, the city would adopt a statement of overriding considerations as required by CEQA. Subsequent project-level environmental review may be required under CEQA for unforeseen developments and impacts that may not have been adequately covered by this document.

Reuse impacts are projected to 2020. Projected year 2020 impacts are compared to existing environmental and socioeconomic conditions. Complete implementation of each reuse alternative is assumed to be achieved by the year 2020 in the determination of impacts. Impacts are differentiated as resulting from disposal or reuse.

Related Studies

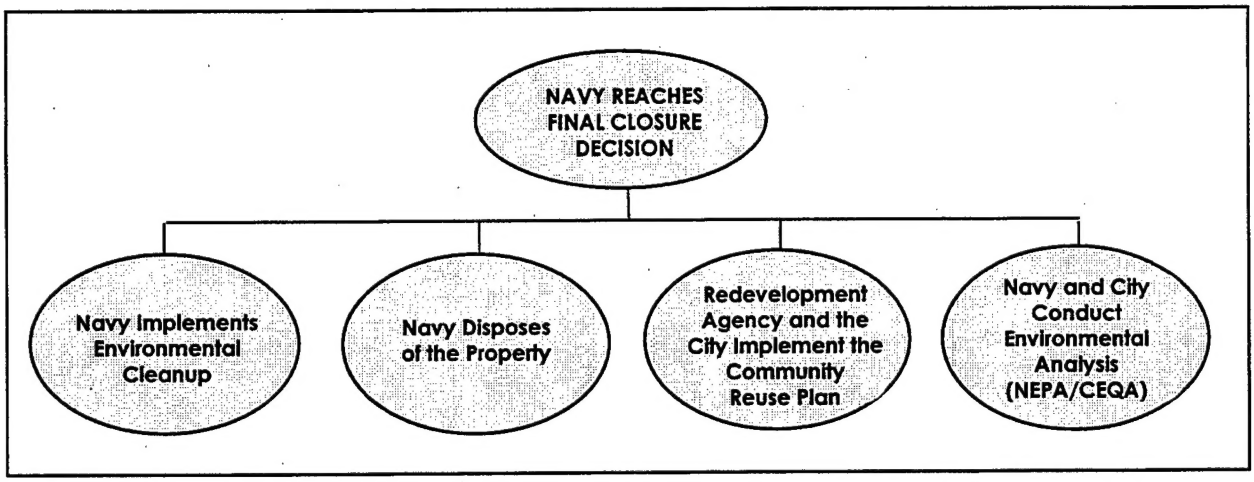
The hazardous materials and waste cleanup of NMCO is being conducted in accordance with the Base Realignment and Closure program requirements, and the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA). DOD policy requires preparation of an environmental baseline survey (EBS) prior to selling, leasing, or transferring real property. The Final EBS for NMCO was completed in June 1995 (US Navy 1995b) and documented the known environmental conditions at NMCO. The BRAC Cleanup Plan (BCP) provides the status of ongoing environmental restoration and associated compliance programs. The most recent BCP for NMCO (US Navy 1995a) was completed in March 1995, and has been updated with an Environmental Business Plan in March 1996 (US Navy 1996). It evaluated the status of the cleanup program and summarized compliance items requiring further evaluation and implementation. Documentation of the site's contamination and remediation will be prepared in conjunction with the disposal process.

Disposal Process

The federal action considered in this EIS/EIR is the disposal of federal surplus property and structures at NMCO, including both predisposal and disposal actions. Approximately 183 acres of federal surplus property at NMCO have been identified by the Navy for disposal. Predisposal actions include placing the site in caretaker status, site cleanup operations, and, possibly, limited interim use leasing. At closure in September 1996, the site will be placed in caretaker status under Navy control. On-site Navy activity will be limited to security, maintenance and environmental cleanup activities. The property will be reassigned to the custody of the Navy's Engineering Field Activity West (EFA West) in San Bruno, California.

The disposal process encompasses several concurrent actions (Figure ES-2) with differing jurisdictional responsibilities. It contains several steps, including DOD and federal agency screening, consideration to local homeless providers, and most likely, eventual transfer of title to state, local, and private entities. No federal agencies indicated a continuing interest in NMCO properties during the DOD and federal screening process. At NMCO, the Navy is responsible for environmental cleanup and disposal of the property.

Figure ES-2
Primary Elements of the Military Base Disposal Process



Site cleanup operations are in progress and will continue following closure. Characterization and closure of contaminated sites is ongoing and will not be complete by the time of closure but is expected to be complete before the transfer of property to the City of Oakland (and/or other nonfederal entities). Limited interim use leasing of NMCO facilities, the intent of which is to generate employment, to continue the use of infrastructure, and to better facilitate reuse, may occur prior to property transfer.

Public Involvement Process

The EIS/EIR process is designed to involve the public in federal and local decision making. Opportunities to comment on and participate in the process are provided during preparation of the EIS/EIR. Comments from agencies and the public are solicited throughout the process to help identify the primary issues associated with the site's disposal and proposed reuse. Efforts have been made during the public notification process to include all interested regulatory agencies, Oakland area residents, and community organizations. In accordance with Executive Order 12898 on Environmental Justice, particular attention has been paid to assure participation by minority and low-income populations in the area potentially affected by disposal and reuse.

Community Reuse Planning

The reuse planning process for the NMCO began with formation of the Oakland Base Closure/Conversion Task Force (OBC/CTF) in November 1993 by the Oakland City Council immediately after the 1993 BRAC closure list was accepted by President Clinton. The OBRA was established in March 1995 in compliance with a mandate from the Department of Defense, Office of Economic Adjustment (OEA). The subcommittees of OBRA are entitled "Housing and Homeless," "Employment and Social Impacts," "Land Reuse," and "Legislation and Finance."

The Base Closure Community Development and Homeless Assistance Act of 1994 (P.L. 103-421) requires that consideration of the needs of the homeless be included in reuse plans. OBRA plans to accommodate homeless assistance offsite.

The NMCO Reuse Plan was adopted by OBRA on June 10, 1996 and published in August 1996. The final plan resulted from the combined efforts of community working groups, OBRA, the Citizen Advisory Committee, City of Oakland staff, and a consultant team of land use and environmental planners, economists, and transportation experts.

ALTERNATIVES

The alternatives evaluated in this EIS/EIR are described below. Disposal will happen prior to the implementation of the reuse plan. The No-Action Alternative would retain the site in caretaker status.

During preparation of the reuse alternatives, all meetings of the OBRA and its subcommittees were open to the public and were advertised on local television and in the local newspaper. These meetings were broadcast on the local television channel. All materials, including reports, videos, and other informational items were made available to the public.

Alternatives analyzed in this EIS/EIR include the Maximum Capacity Alternative, Mixed Use Village Alternative, Single Use Campus Alternative, Residential Alternative, and the No Action Alternative.

Although the Maximum Capacity, Mixed Use Village, Single Use Campus, and Residential alternatives differ in the ways they address the needs and goals of the community and the City of Oakland, they have common elements focused on recognizing constraints of topography, preserving active recreation areas and preserving the riparian corridor. Each reuse alternative also includes the necessary discretionary permits to implement the reuse plan, such as a general plan amendment, a rezoning, a specific plan, if necessary, zoning permits,

subdivision applications, tree removal permits, grading permits and any other discretionary permits that might by required.

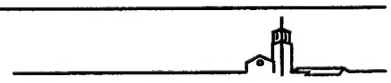
Maximum Capacity Alternative - Preferred Alternative (includes NMCO Reuse Plan)

The Maximum Capacity Alternative was initially provided to the Navy by OBRA in December 1995 for use in the EIS/EIR as OBRA's estimate of likely site development (Theresa Hughes & Associates 1996a). For the EIS/EIR analysis, the Maximum Capacity Alternative was adjusted to incorporate modifications OBRA made when it adopted its reuse plan for NMCO on June 10, 1996 (OBRA 1996).

The Maximum Capacity Alternative is characterized by 86 acres that combine an executive nine-hole golf course with 250 units of single- and multi-family housing. Forty (40) acres of mixed use development is planned to include commercial and corporate campus (i.e. offices), a credit union, museum, parks and recreation uses, the United Indian Nations facility, Seneca Center, and 300 multi-family residential units. An additional 10 acres with 34 single-family residential units, 15 acres of active recreation (e.g. Club Knoll, swimming pool, tennis courts, baseball and soccer fields, picnic area, driving range, and clubhouse), and 32 acres of open space uses (e.g. recreation trails, creek restoration, conserved woodlands, wildlife habitat, parkland, and United Indian Nations ceremonial grounds) comprise the remaining land uses proposed for the 183-acre site. It is assumed that about 39 acres of the 183 planned acres would be set aside for unbuildable slopes and roads within developable sites. It is estimated that this alternative would employ approximately 717 people.

Mixed Use Village Alternative

The Mixed Use Village Alternative is characterized by 23 acres of mixed use development, with an unspecified number of medium density townhouses and/or live-work space units. This mixed use zone also would include a health and social services facility and small professional offices. The exact square footages dedicated to each of these uses, and the number of housing units has not been determined by the OBRA. Twelve (12) acres of research and development is planned to include offices, laboratories, seminar/meeting areas, and storage space. The exact square footages dedicated to each of these research and development uses has not been determined by the OBRA. Five (5) acres would be used for a cultural/meeting facility (e.g. library/museum building, multipurpose/performance area, and community assembly and conference hall). Another five (5) acres of community retail uses (e.g. supermarket, specialty stores, restaurants, personal services, business services



[e.g. copy shop, travel agency], and bank) is also proposed. Eight (8) acres of active recreation (e.g. Club Knoll, swimming pool, tennis courts, baseball and playfields, and picnic area), and 86 acres of open space (e.g. recreation trails, creek restoration, conserved woodlands, wildlife habitat, and parkland) comprise the remaining land uses proposed for 139 acres of the 183-acre site. It is assumed that an additional 44 acres on the site, but not included in these 139 acres of planned land uses, would be set aside for unbuildable slopes and roads. It is estimated that this alternative would employ approximately 1,140 people.

Single Use Campus Alternative

The Single Use Campus Alternative is characterized by 35 acres proposed for use as either an educational campus, conference/hotel facility, or an administrative/research headquarters complex. As an educational campus, it could include classrooms, a library, cafeteria, laboratories, multipurpose spaces, offices, student/guest facilities, vocational training center, and a machine wood shop. If used as a conference/hotel facility or administrative/research headquarters complex, the uses would be of a similar character. One (1) acre would be planned for neighborhood retail use (e.g. convenience shops, restaurants, personal services [e.g. laundry, beauty], business services (copy service), and bank). Twelve (12) acres of active recreation (e.g. Club Knoll, swimming pool, tennis courts, baseball and playfields, and picnic area), and 101 acres of open space (e.g. recreation trails, creek restoration, conserved woodlands, wildlife habitat, and parkland) comprise the remaining land used proposed for 149 acres of the 183-acre site. It is assumed that an additional 34 acres on the site, but not included in these 149 acres of planned land uses, would be set aside for unbuildable slopes and roads. It is estimated that this alternative would employ approximately 1,150 people.

Residential Alternative

The Residential Alternative includes two options (Options 1 and 2). Option 1 is the low density option, and Option 2 is the high density option. Option 1 is characterized by 82 acres that would include 357 housing units. Option 2 is characterized by 82 acres that would include 600 housing units. The Residential Alternative is characterized by single-family residential development that is similar to the surrounding residential community and zoning. It is this "single-family unit" character that differentiates this alternative from the Maximum Capacity Alternative. Both a low density option (Option 1) of 357 single-family units, and a high density option (Option 2) of 600 single-family units are evaluated under the Residential Alternative. The remaining acreages and land uses are the same for either Option 1 or Option 2. Neighborhood retail development is planned for 1.8

acres, and would include convenience shops, restaurants, personal services [laundry, beauty], business services [copy service], and a bank. Fourteen (14) acres of active recreation (e.g. Club Knoll, swimming pool, tennis courts, baseball and playfields, and picnic area), and 46 acres of open space (e.g. recreation trails, creek restoration, conserved woodlands, wildlife habitat, and parkland) comprise the remaining land uses proposed for 143.8 acres of the 183-acre site. It is assumed that an additional 39.2 acres on the site, but not included in these 143.8 acres of planned land uses, would be set aside for unbuildable slopes and roads. It is estimated that this alternative would employ approximately 170 (Option 1) to 190 (Option 2) people.

No Action Alternative

Inclusion of the no action (caretaker) alternative in the environmental analysis and documentation is required by the Council on Environmental Quality regulations, which implement NEPA. The No Action Alternative provides a benchmark against which federal actions are evaluated. It also fulfills the requirement of CEQA that a "no project" alternative be evaluated.

For this EIS/EIR, the No Action Alternative would place most of NMCO in a caretaker status. The Navy property would be reassigned to the custody of EFA West. The No Action Alternative is defined as the installation being closed, as mandated by law, with on-site activity limited to landscape, structures, and utilities maintenance; fire prevention and protection; security; environmental restoration; and those activities associated with caretaker status of surplus properties. Site contamination clean-up and limited interim leasing would be assumed to occur during the caretaker period.

Environmental Preferable/Environmentally Superior Alternative

NEPA requires that an environmentally preferable alternative be identified and CEQA requires that an environmental superior alternative be identified. The No Action Alternative is the environmentally preferable alternative and environmentally superior alternative. However, consistent with CEQA requirements, one of the reuse alternatives must further be identified as an environmentally superior alternative.

The Residential Alternative (Option 1 = 357 dwelling units) is the environmentally preferable and environmentally superior reuse alternative, as described in sections 2.5.1 and 2.5.2. As the environmentally preferable and environmental superior alternatives are the same, the term environmental superior is used in sections 2.5.1 and 2.5.2.

AFFECTED ENVIRONMENT

The EIS/EIR provides a description of the existing environmental and socioeconomic conditions at NMCO and of surrounding properties. The setting discussion for each resource area identifies the region of influence (ROI) applicable to the specific resource area. An ROI is a geographic area in which impacts for a particular resource would likely occur. Existing conditions are described for the following resource categories: land use, socioeconomics, public services, cultural, aesthetics, biology, water, geology and soils, traffic and circulation, air quality, noise, utilities, and hazardous materials. The Illustrative Future Land Use Map of the land use element dated 1980 of the Oakland Comprehensive Plan shows NMCO to be "Institutional or Governmental - Medical". The zoning of the site is the R-30 zone (One Family Residential Zone). This zoning allows one unit per lot. The R-30 zone has a minimum lot size of 5,000 square feet. NMCO is located entirely in the City of Oakland.

ENVIRONMENTAL CONSEQUENCES

The EIS/EIR evaluates the potential environmental consequences associated with the disposal of federal surplus land, and with the reuse of NMCO. For every resource area evaluated in the EIS/EIR, reuse consequences, also referred to as impacts, are projected to the year 2020. Complete implementation of each reuse alternative is assumed in the determination of impacts. Impacts are specified as resulting from disposal or reuse. Table ES-1 indicates the most adverse type of impact (significant and not mitigable, significant and mitigable, not significant, and none) for each issue area and alternative.

Examination of Table ES-1 indicates three important considerations. First, the consequences (impacts) of Navy disposal and of the No Action Alternative will not have environmental impacts as evaluated against NEPA significance thresholds. This is to be expected, since Navy property disposal is basically a transfer of title and is not an environmentally disruptive action. Second, impacts from reuse alternatives to the physical environment are primarily either significant and mitigable, not significant, or do not occur as evaluated against CEQA significance thresholds. Only one impact, associated with air quality resulting from all of the reuse alternatives is significant and not mitigable. Some identified socioeconomic and aesthetic/scenic resource impacts would be beneficial when compared to existing conditions. This is also to be expected, given the criteria used during the OBRA reuse planning process. Third, the impacts of the reuse alternatives are generally similar across all alternatives for any particular resource category. Because the

Table ES-1
Summary of Impacts and Significance

Impact Issues	Navy Action		Community Reuse Alternatives			
	Navy Disposal	No Action Alternative	Maximum Capacity Alternative	Mixed Use Village Alternative	Single Use Campus Alternative	Residential Alternative
Land Use	○	○	◍	◑	◍	◍
Socioeconomics	○	○	◑	◑	◑	◑
Public Services	○	○	◑	◑	◑	◑
Cultural Resources	○	○	○	○	○	○
Aesthetics and Scenic Resources	○	○	◑	◍	◍	◍
Biological Resources	○	○	◑	◑	◑	◑
Water Resources	○	○	◍	◍	◍	◍
Geology and Soils	○	○	◑	◑	◑	◑
Traffic and Circulation	○	○	◑	◑	◑	◑
Air Quality	○	○	●	●	●	●
Noise	○	○	◑	◑	◑	◑
Utilities	○	○	◍	◍	◍	◍
Hazardous Materials and Waste	○	○	◍	◍	◍	◍
Growth-Inducing Impacts	○	○	○	○	○	○
Cumulative School Capacity	○	○	◑	◑	◑	◑
Cumulative Traffic and Circulation	○	○	◑	◑	◑	◑
Cumulative Landfill Capacity	○	○	◑	◑	◑	◑
Environmental Justice	○	○	○	○	○	○

LEGEND:

Level of Impact

● - Significant and not mitigable
◑ - Significant and mitigable
◍ - Nonsignificant
○ - None

physical development constraints of the site (steep slopes, drainage, erosion, and roads and infrastructure) and the knowledge that each alternative has been formulated to meet common housing, economic, and related planning goals, this similarity is to be expected.

Land Use

Disposal would not impact land use because it would not result in any changes to the physical environment (it is a transfer of title). No significant land use impacts would result from implementation of the Maximum Capacity, Single Use Campus, or Residential (options 1 or 2) alternatives, because no disruption of existing surrounding land uses would occur. No substantially incompatible

land uses would be introduced, and proposed land uses would not have the potential to disrupt or divide the established physical land use configurations. Significant and mitigable land use impacts would result from implementation of the Mixed Use Village Alternative, due to the presence of a research and development facility. Those impacts could be mitigated by restricting uses that conflict with surrounding neighborhoods. The Illustrative Future Land Uses Map of the land use element dated 1980 of the Oakland Comprehensive Plan show this site to be "Institutional or Governmental - Medical". None of the reuse alternatives would fit this designation. Therefore, all of the reuse alternatives would require a general plan amendment. The site is zoned R-30 (One Family Residential Zone). All of the alternatives would also require some type of rezoning to include the "new" land within the City's planning jurisdiction (i.e. the 183 acre NMCO site), and to permit the uses proposed. However, if a "single-dwelling-only" alternative was proposed (i.e. only single family residential homes to be built), the property may not have to be rezoned. The site is one parcel. To implement any of the reuse alternatives, it is presumed that the site would also have to be subdivided.

Socioeconomics

Disposal would not significantly impact local or regional employment or income, population and housing, schools (K-12), or recreation. Each of the four reuse alternatives would beneficially impact employment, income and recreation. Impacts to population, housing and schools would be significant and mitigable.

Employment generated as a result of reuse would range from about 170 jobs (Residential Alternative; option 1) to approximately 1,150 jobs (Single Use Campus Alternative). The Mixed Use Village Alternative would result in an estimated 1,140 jobs, and the Maximum Capacity Alternative would lead to about 717 jobs.

The increase in the population of the City of Oakland and Alameda County due to the number of people previously living elsewhere that move in to the city or county as a result of reuse is estimated to range from about 1,512 (Residential Alternative) to about 4,124 (Mixed Use Village Alternative), which represents about 7.2 to 19.6 percent of the City's projected population growth from 1995 to the year 2000, and from about 1.1 to 2.9 percent of Alameda County's projected population growth over the same period. Beneficial recreation impacts would result from implementation of each of the four proposed reuse alternatives.

Public Services

Disposal would generally have no impact on public services provided at the site because disposal would occur to a jurisdiction capable of providing

adequate services. Implementation of the Maximum Capacity, Mixed Use Village, Single Use Campus, and Residential alternatives could result in significant impacts due to slight increases in demand for City of Oakland police services. These impacts can be mitigated by adding one additional police officer to adequately serve the increased demand.

Impacts of disposal and reuse alternatives on Oakland fire protection services and emergency ambulance services would not be significant because current service levels could adequately serve the developments proposed for the site.

Cultural Resources

There would be no impacts to cultural resources listed or eligible for inclusion in the National Register of Historic Places as a result of the reuse or any of the proposed alternatives. Previous cultural surveys failed to identify any properties of prehistoric or historic archeological, architectural, or traditional cultural value that would qualify for inclusion in the National Register. Each reuse alternative includes the public use of Club Knoll while protecting its architectural integrity. Club Knoll is the only remaining original building on the site. It has recently been used for community and city sponsored functions, and was formerly used as the original club house for the golf and country club. There would be no impact to Club Knoll.

Aesthetics and Scenic Resources

The Maximum Capacity Alternative would have significant and mitigable adverse effects due to housing construction on Admiral's Hill. This impact is mitigable through careful design to reduce visual contrast. The other three reuse alternatives would have no significant adverse effects to aesthetic and scenic resources. All reuse alternatives would have the same nonsignificant adverse effects through loss of mature trees in areas to be redeveloped, but would also introduce beneficial effects through enhancement of the Rifle Range Creek corridor, demolition of NMCO hospital and paved areas, and increase in public viewing opportunities. The visual qualities of Club Knoll would be preserved in all alternatives.

Biological Resources

The disposal of the NMCO property would not result in any significant impacts to biological resources. Under the reuse alternatives, the removal of native vegetation surrounding Rifle Range Creek and its tributaries, including oaks, other native trees, and shrub and ground cover could cause significant and mitigable impacts. Those impacts could be mitigated by avoiding removal of such vegetation during construction and by restoring the riparian corridor

surrounding the creek. In addition, care should be taken in locating staging areas for construction, and responsible habitat restoration planning in coordination with the City of Oakland and other restoration specialists is recommended. Rifle Range Creek restoration activities planned as a part of reuse would require compliance with Sections 1601 and/or 1603 of the California Fish and Game Code relating to streambed alteration, and to applicable provisions of Section 404 of the Clean Water Act relating to wetland habitats. Minor reuse impacts to nonsensitive vegetation (including minor losses of mature trees) and wildlife species and vegetation at NMCO would not be considered significant unless a project could disturb the normal variability of the species or the entire community. Removal of nonsensitive tree species protected under the City of Oakland tree ordinance could be significant and mitigable. Mitigation planning requires more specific site grading and development plans in order to account for the number of trees that could be affected.

No significant impacts are expected to occur from the potential removal of nonnative habitat on the facility because nonnative habitats do not provide habitat for native plant and wildlife species.

Water Resources

No significant impacts to water resources would occur under any of the reuse alternatives. Site developers would be required to comply with all applicable laws, regulations, and standards protecting the quality of surface and ground water resources.

All reuse alternatives would result in a reduction in the paved area within the riparian corridor and in several other areas of the site, effectively increasing infiltration, and therefore beneficially decreasing the volume of discharged storm water. Assuming continued storm water drainage to creek channels, a reduction in peak storm flows to the creek would have a beneficial impact downstream. However, the beneficial impact would not be large enough to reduce the need for flood control improvements downstream.

Geology and Soils

For CEQA purposes only, significant and mitigable impacts associated with increased exposure of people and structures to earthquakes from the nearby Hayward Earthquake Fault could occur under any of the reuse alternatives. Mitigation for increased public exposure to earthquakes includes compliance with the Uniform Building Code, conduct of required geotechnical studies, and other site specific investigations to determine the extent of seismic upgrades needed for existing buildings to be reused, or to determine the seismic

stability needed for new buildings to be constructed. Physical construction activities associated with any of the reuse alternatives would not increase the likelihood of an earthquake.

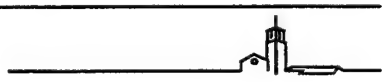
Significant and mitigable impacts associated with slope stability could result from construction of any of the reuse alternatives. Mitigation is possible by limiting development to slopes of 30 percent or flatter, obtaining required grading permits and complying with their terms and conditions, and reducing slope failure risk during construction using accepted professional standards for construction activities at the base of slopes exceeding (i.e. steeper than) 30 percent that may affect their stability.

Traffic and Circulation

All reuse alternatives would add traffic to area roadways. The impacts are generally expected not to be significant except at certain intersections near the project site. All significant impacts can be mitigated without acquisition of additional right of way. Twelve nearby intersections were analyzed for their potential to increase traffic delays (in seconds). Implementation of the Maximum Capacity Alternative would result in significant and mitigable delays at five intersections. Implementation of the Mixed Use Village Alternative would also result in significant and mitigable delays at five intersections. Implementation of the Single Use Campus Alternative would result in significant and mitigable delays at four intersections. Implementation of the Residential Alternative (Option 1) would result in significant and mitigable delays at two intersections, and implementation of the Residential Alternative (Option 2) would result in significant and mitigable delays at four intersections. Impacts at all of these intersections could be mitigated by installing traffic signals and restriping some lanes.

The Single Use Campus Alternative would generate the most estimated morning (AM) peak hour trips (1,679 trips), followed by the Maximum Capacity Alternative (1,047 trips), the Mixed Use Village Alternative (676 trips), and the Residential Alternative (476 trips for Option 1, or 637 trips for the more dense Option 2). Both the Mixed Use Village and Residential (both options) alternatives would result in a lower number of estimated AM peak hour trips than occur under existing conditions (733 trips) because there are fewer morning commuters under both of these alternatives.

The Maximum Capacity Alternative would generate the most estimated evening (PM) peak hour trips (1,574 trips), followed by the Mixed Use Village (1,338 trips), the Residential Alternative (Option 2 - 1,109 trips), the Single Use Campus Alternative (1,089 trips), and the Residential Alternative (Option 1 - 887 trips).



Maximum Capacity Alternative - Peak hour traffic for the Maximum Capacity Alternative is expected to increase traffic congestion at the Keller/I-580 southbound off-ramp, the Keller/Mountain Boulevard, Mountain Boulevard/I-580 northbound off-ramp, the Mountain Boulevard/Main Entrance, and the Mountain Boulevard/Golf Links Road intersections. Addition of traffic signals at these five locations and minor lane changes would improve the traffic operations and would mitigate significant impacts.

Mixed Use Village Alternative - Peak hour traffic for the Mixed Use Village Alternative is expected to increase traffic congestion at the Keller/I-580 southbound off-ramp, Keller/Mountain Boulevard, Mountain Boulevard/I-580 northbound off-ramp, Mountain Boulevard/Main entrance, and Mountain Boulevard/Golf Links intersections. Addition of traffic signals at five locations and minor lane changes would improve traffic operations and would mitigate significant impacts.

Single Use Campus Alternative - Peak hour traffic for the Single Use Campus Alternative is expected to increase traffic congestion at the Keller/I-580 southbound off-ramp, Keller/Mountain Boulevard, Mountain Boulevard/I-580 northbound off-ramp, and Mountain Boulevard/Main entrance intersections. Addition of traffic signals at four locations and minor lane changes will improve traffic operations and would mitigate significant impacts.

Residential Alternative - Peak hour traffic for the Residential Alternative (option 1) is expected to increase traffic congestion at the Keller/I-580 southbound off-ramp and Keller/Mountain Boulevard intersections. Peak hour traffic for the Residential Alternative (option 2) is expected to increase traffic congestion at the Keller/I-580 southbound off-ramp, the Keller/Mountain Boulevard, Mountain Boulevard/ I-580 northbound off-ramp, and the Mountain Boulevard/Main Entrance intersections. Addition of traffic signals at four locations and minor lane changes would improve traffic operations and would mitigate significant impacts.

Air Quality

Building demolition/renovation and construction activities could generate substantial levels of dust. Construction-generated dust would be a significant and mitigable impact that can be reduced to less than significant levels by implementation of dust control measures identified in this EIS/EIR. Traffic related ozone precursors would be significant and not mitigable for all reuse alternatives. The levels of carbon monoxide, asbestos dust, and lead dust generated as air pollutants would be nonsignificant.

Noise

Disposal would not result in any noise impacts. Building demolition, new building construction, and roadway reconstruction will be the most significant and mitigable noise sources. Any occupied residential locations within 400 feet of construction sites may experience significant and mitigable impacts as temporary disturbance from construction noise. Construction noise impacts can be reduced by restricting most construction activity to normal daytime (7:00 am to 7:00 pm) periods. Careful phasing of demolition, construction, and remodeling activities can also minimize the extent to which occupied areas are exposed to construction noise. Under all reuse alternatives, noise-sensitive land uses (housing) planned for the western side of the NMCO site would experience significant and mitigable noise levels from I-580 traffic. This impact could be reduced to less than significant levels through the use of berms/soundwalls, vegetation buffer areas, building configurations, or by placing sensitive land uses out of high noise areas.

Utilities

No significant impacts are expected to landfill capacity, water distribution, sanitary sewer, stormwater drainage, electrical, natural gas, or telephone systems utilities serving the NMCO site. Construction and demolition debris associated with reuse will not affect the Alameda County landfill over the short-term. Its long-term effects to landfill capacity are discussed under "Cumulative Impacts," below.

Hazardous Material and Waste

Negligible quantities of hazardous materials and waste are expected to be generated, handled or disposed due to operations after base closure. In addition, maintenance operations associated with caretaker status are not expected to generate, handle, or dispose of significant quantities of such materials. As reuse of NMCO is implemented, hazardous waste management would be controlled by the property recipients. Once the responsibilities of hazardous waste management are allocated to individual organizations, proficiency with those materials and spill response plans may be required by Resource Conservation and Recovery Act regulations. Business plans and risk management programs also may be required under state Health and Safety Code requirements. The presence of numerous independent operators/owners at NMCO would change the existing regulatory requirements and may increase the regulatory burden relative to hazardous waste management.

The Navy/Marine Installation Restoration Manual defines an Installation Restoration Program as an evaluation of health and environmental hazards at

those naval activities associated with past hazardous materials, operations and waste disposal activities. However, no Installation Restoration Program sites exist at NMCO. No potential for adverse impacts from past hazardous spills or materials operations or activities is expected as no such sites have been found. No PCB-containing equipment or PCB release sites have been identified at NMCO. Minimal use of pesticides is expected at NMCO following closure. The types of pesticides are likely to be consistent with those currently in use. This would not be a significant impact.

It is likely that some of the buildings at the facility built before 1980 have some amount of lead-based paint. Housing constructed prior to 1978 will be inspected for lead-based paint hazards. Lead-based paint hazards in housing constructed prior to 1960 will be abated prior to transfer of the housing if it is to be reused. Results of lead-based paint surveys and lead warning statements will be included in any contract for transfer or lease. No mitigation is required.

Asbestos surveys have been performed at NMCO and friable asbestos has been removed or encapsulated, or is in the process of removal. Additional removal of nonfriable asbestos may be required prior to building demolition. No mitigation is required.

All nuclear medical materials and wastes located at NMCO will be removed prior to facility closure. The hospital complex and the former drug screening laboratory are the only generators of medical and biohazardous waste at NMCO. After base closure, the medical clinic would be closed and no wastes would be generated, stored or disposed. No ordnance is known to have been used, stored, or disposed at NMCO.

OTHER NEPA/CEQA CONSIDERATIONS

Certain additional topics are required to be included in an EIS/EIR by federal or state statutes and guidelines. These include the identification of any unavoidable adverse impacts to the environment, the identification of any irreversible and irretrievable commitment of resources, an analysis of cumulative impacts, and an analysis of growth-inducing impacts. Cumulative impacts result from the incremental impact of an action (or project) when added to other past, present, and reasonably foreseeable future actions (or projects). Growth-inducing impacts are the ways in which the proposed action could foster economic or population growth.

Unavoidable Adverse Impacts of the Proposed Action

There is one significant unavoidable impact associated with reuse of NMCO. It is the production of ozone precursor emissions associated with automobile emissions under all of the reuse alternatives, which exceeds the Bay Area Air Quality Management District threshold value of 80 pounds per day.

Short-Term Uses and Long-Term Productivity

The environmental productivity of NMCO historically has been related to its operation as a naval hospital, and the resulting physical conditions maintained. Proposed reuse could enhance long-term site environmental productivity through benefits achieved through disposal and reuse, including provision of jobs, housing and opportunities for various socioeconomic uses, maintenance of open space and biological resources, and maintenance of various infrastructure on the site.

Irreversible and Irretrievable Commitment of Resources

Implementation of the reuse plan would require considerable, but less than significant commitments of site resources for rehabilitation, demolition, and construction of proposed facilities. These commitments, however, would not irreversibly commit the City or any other entity to the land uses or physical changes made.

Growth-Inducing Impacts

Disposal of NMCO and subsequent implementation of a reuse plan could result in secondary growth in jobs, population, and housing, but would not result in significant growth-inducing impacts. Future growth and development both on and off site would be subject to subsequent development and permit applications and their required environmental review and disclosures.

Cumulative Impacts

Disposal would not result in any cumulative impacts. Reuse and future private development projects in the region would result in cumulative impacts to several resources.

When considered in combination with projected traffic generated by the Leona Quarry project, cumulative peak hour traffic generation for each of the reuse alternatives is expected to result in three area intersections experiencing significant and mitigable level of service/delay impacts, including the Keller/I-580 southbound off-ramp, Keller/Mountain Boulevard, and Mountain Boulevard/I-580 northbound off-ramp. The installation of traffic signals at the

affected locations along with minor lane changes (e.g., restriping) would mitigate the impacts to a nonsignificant level.

The combined effects of the reuse and the Leona Quarry project would result in small cumulative increases in traffic congestion at intersections near the NMCO site, but would not lead to significant carbon monoxide concentrations.

Reuse of NMCO plus other major developments in the region will result in a cumulative contribution to ozone precursor emissions in the Bay Area. Cumulative air quality issues in the San Francisco Bay Area are addressed through regional air quality plans that are expected to achieve and maintain the federal ozone, carbon monoxide, and PM_{10} standards in the Bay Area. Because the more stringent state standards for ozone and PM_{10} have not yet been achieved, these cumulative impacts have not been fully mitigated.

The generation of an estimated 71,346 tons of demolition waste represents a significant and mitigable impact to Alameda County landfill capacity. Over the long-term, this volume of waste, in combination with waste from other sources, could reduce the County's ability to meet their integrated waste management plan waste diversion (e.g., source reduction, recycling, composting, etc.) goals designed to reduce the amount of waste that is placed at landfills. Implementation, over the long-term, of a construction demolition waste and debris diversion program, in coordination with implementation of County-planned diversion programs and landfill capacity expansion and/or acquisition, would mitigate this impact to a nonsignificant level.

Environmental Justice

The Executive Order on Federal Actions to Address Environmental Justice in Minority and Low-Income Populations requires that the relative impacts of federal actions on minority and low-income populations be addressed to avoid the placement of a disproportionate share of adverse impacts of these actions on these groups. The proposed action would not disproportionately affect low-income and minority populations in the City of Oakland.